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PROGRAMME PLANNING

Country and intercountry programmes and projects

FOURTH INTERCOUNTRY PROGRAMME FOR AFRICA

Note by the Administrator

I. THE PREPARATORY PROCESS

1. The preparation of the intercountry programme began with the mid-term review of the third intercountry programme in the latter half of 1989 followed by the evaluation of UNDP's assistance to the economic integration intergovernmental organizations (IGOs) and the in-depth evaluation of the entire fourth cycle programme.

2. The advisory note for the intercountry programme was prepared in close consultation with the Economic Commission for Africa (ECA) and the economic integration intergovernmental organizations, all of which were requested to submit strategy papers in their respective areas of specialization.

3. The active involvement of the Resident Representatives was also sought to elicit their views and those of the Governments on the priority areas and to ensure proper linkages with country programmes. As part of this process United Nations specialized agencies were also consulted.

4. The advisory note, which took into account the information received from the agencies, IGOs, and the UNDP field offices, was reviewed and cleared by the UNDP Policy Planning Committee and was discussed at an inter-agency/intergovernmental meeting held in February 1991 in Côte d'Ivoire. The note was also reviewed by the UNDP Action Committee and then presented to the ECA Ministers of Planning Meeting in Addis Ababa, in May 1991 which endorsed it.

5. The draft of the fourth intercountry programme has been prepared following consultations with the relevant units of UNDP on such issues as women-in-development, environment, agriculture, private sector, technical cooperation among developing countries (TCDC) and non-governmental organizations. Consultations with the Regional Bureau for Arab States and Europe also took place at various stages in the preparation of the intercountry programme. In addition, three subregional consultative meetings with the major economic integration intergovernmental organizations were held in Lusaka for Eastern and Southern Africa, Lagos for West Africa, and Libreville for Central Africa. Furthermore, an assessment of the capacity of selected intergovernmental organizations was undertaken to determine their ability to execute UNDP-funded projects during the fifth cycle.

6. Subregional cluster meetings were organized in July 1991 focusing on issues of relevance to African long-term development. The meetings discussed the review and follow-up to the United Nations Programme of Action for African Economic Recovery (UNPAAERD), regional economic cooperation and integration, national long-term perspective studies, the environment, science and technology and the impact of HIV/AIDS and maternal mortality on development in the region. The draft intercountry programme incorporates nearly all of these themes.

II. ANALYTICAL COMMENTARY ON THE FOURTH INTERCOUNTRY PROGRAMME

7. The basis of the programme. At its thirty-seventh session in May-June 1990 the Governing Council reaffirmed the exclusive responsibility of the Governments of recipient countries for formulating national development plans, priorities and objectives. It emphasized the need to integrate into these the operational activities of the United Nations system. In the context of regional programmes, objectives and priorities should derive from the common goals and aspirations of the relevant region.

8. Approaches to Africa's development have been articulated, over the last 10 years, through such initiatives as the Lagos Plan of Action, the Final Act of Lagos, Africa's Priority Programme for Economic Recovery (APPER), and UNPAAERD. The Khartoum Declaration on human resource development, the Abuja Declaration on the role of women, the Arusha Declaration on popular participation and the Kampala Declaration on sustainable development have further highlighted areas of particular urgency. Examining the economic crisis of the 1980s, the African Alternative Framework to Structural Adjustment Programmes for Socio-Economic Recovery and Transformation, adopted by African Heads of State and Government and welcomed by the United Nations General Assembly, stressed the need to locate short-term adjustment programmes in the context of long-term transformation. The basic theme which emerges from these initiatives is that of self-reliant and self-sustaining development which fully utilizes the human and material potential of the continent. The fifth intercountry programme is designed to contribute to the successful implementation of the above development strategies of the region. It reflects

specifically the proposals and priority areas contained in the advisory note which was endorsed by the Governments of the region.

9. The objectives of the programme. The overall objective is to assist African Governments through the use of regional policies and mechanisms, to strengthen the physical and institutional infrastructures at the national and regional level, which will facilitate human development, and to strengthen implementation at the country level of regional mandates and policy orientations. The focus will be on capacity-building by strengthening national institutions as well as subregional and regional intergovernmental organizations with a view to enhancing human development.

10. To ensure maximum impact, the strategy for the intercountry programme will be to focus on an integrated cluster of complementary and mutually reinforcing activities geared to addressing genuinely regional priorities as agreed by the Governments at the ECA Conference of Ministers Meeting in May 1991.

11. Areas of concentration. The regional programme under the fifth cycle, will address three areas of concentration. The first is regional cooperation and integration. This area of concentration will have three elements (a) the rationalization, harmonization and strengthening of existing subregional intergovernmental organizations; (b) the establishment of the African Economic Community; and (c) assistance in key sectors with intrinsic integration characteristics. These sectors are: transport and communications, agriculture/food self-sufficiency and security, industrial development, science and technology, and trade and finance.

12. The second area of concentration is long-term strategic planning for socio-economic transformation. The focus will be on strengthening African Governments' capacities in macroeconomic, natural resources and environmental management by developing tools for planning and establishing policy analysis systems with linkages to internal and external databases, and capability for collection and analysis of planning data.

13. The third area of concentration would relate to activities aimed at assisting the Governments of the region in fostering an enabling environment for human development. The approach is to assist Governments in promoting the improved well-being of the people by fostering an enabling environment for releasing their creativity and strengthening their capabilities for further development. This area of concentration will address education, health, women-in-development, employment and poverty alleviation, NGOs and the private sector. In addition assistance will be provided for assessment of the immense social and economic implications of HIV/AIDS.

14. The above three priority areas of concentration are consistent with the Governing Council's decision 90/34. The Governing Council's concern with technology for development is a critical dimension in support for regional cooperation with its strong emphasis on networking among African science and technology institutions. Environmental and natural resources management are

integral to the notion of sustainable development which is the focus of the second area of concentration. Poverty alleviation and grass-roots participation constitute the raison d'être for the focus on such issues as food security/food self-sufficiency within regional cooperation and integration.

15. "Fostering human development" encompasses support for human resources development and emphasizes the importance of treating the people as a development resource. Management development is intrinsic to the notion of capacity-building which runs through the three areas of concentration. The fourth intercountry programme addresses specific concerns of women in key sectors such as agriculture, energy and the informal sector. In addition, efforts will be made to mainstream the involvement of women in all development activities by ensuring gender sensitivity in project design and implementation. In particular, the greater participation of women will be sought as counterpart staff, beneficiaries of fellowship programmes and as consultants. TCDC is stressed throughout as a major delivery mechanism.

III. MANAGEMENT OF THE IMPLEMENTATION OF THE FOURTH INTERCOUNTRY PROGRAMME

Modalities of implementation

16. The main problem in implementation is ensuring the cost-effective attainment of the objectives of capacity-building and long-term sustainability. Sustainability depends not only on the ability of the region's institutions to carry out their activities but also on the impact of these activities on the target groups. The intercountry programme will ensure this sustainability by actively involving the recipients/beneficiaries (governments/IGOs/NGOs) in the identification of needs as well as in the implementation of the programme. The concept of national execution in the context of the intercountry programme will be pursued through encouragement of selected African intergovernmental organizations and institutions, including non-governmental organizations, to implement UNDP-supported activities. This will be done on the basis of an assessment of their capacity to do so.

17. The strengthening of the region's capacity will also be pursued through the active use of African expertise and the services of African institutions in the execution of UNDP-supported activities. Moreover, the intercountry programme will strive to intensify technical cooperation among developing countries (TCDC) and in particular technical cooperation among African countries as a modality of implementation wherever appropriate. Similarly the use of United Nations Volunteers and non-governmental organizations will be encouraged.

18. In addition to the individual project and thematic reviews that will be carried out throughout the cycle, the intercountry programme as a whole will be subjected to strict monitoring and periodic assessments and evaluations.

Mobilization of additional resources and coordination arrangements

19. The need for mobilization of additional resources from other multilateral and bilateral sources will be important particularly in view of the reduced resources available during the fifth cycle. The intercountry programme will act as much as possible as a catalyst for the coordination and mobilization of such resources. Greater use will be made of specific mechanisms that have been established to coordinate external assistance such as those regarding the social dimension of adjustment project and onchocerciasis programme. The intercountry programme will not only support the efforts of intergovernmental organizations in this respect but will also actively participate with United Nations agencies in raising trust funds for activities of common interest.

IV. RECOMMENDATION OF THE ADMINISTRATOR

20. The intercountry programme addresses the most important priority areas agreed upon by the ECA Ministers of Planning in May 1991 as well as those specified by the Governing Council in decision 90/34. The approaches proposed are expected to ensure long-term sustainability and enhanced capacity of the region.

21. The Administrator therefore recommends that the Governing Council approve the fourth intercountry programme for Africa (1992-1996).